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STATE DOCUMENTS

LONG RANGE PROGRAM
FOR
LIBRARY DEVELOPMENT

MAY 20 1975

STATE DOCUMENTS COLLECTION

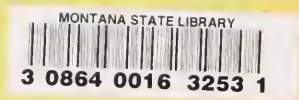
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Helena, Montana 59601

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MONTANA STATE LIBRARY
LONG-RANGE PROGRAM FOR LIBRARY DEVELOPMENT

I. Background: the framework for library service in Montana

The State maintains three principal library agencies, in addition to the several departmental libraries which are created to serve the staff of those departments.

The State Law Library contains legal reference materials for use by members of the Supreme Court, members of the legislative assembly, state officers and employees, members of the bar, and the general public of the state.

A State Historical Society Library is maintained to collect and preserve materials relating to the history of Montana and the region, both past and present, and to make these materials available to facilitate historical, scientific, and antiquarian research. Under the Executive Reorganization Act of 1971, this Society and its library became a part of the Department of Education.

The State Library Commission maintains and operates a general library to supplement the resources of local libraries, and to serve state government. It is the State's agency to receive and expend funds available to Montana under the Library Services and Construction Act, and such other state, private, or federal funds as may be appropriated or granted for library service or to foster libraries in the state. It serves handicapped persons and residents of state institutions. It distributes state documents to depository libraries. And it develops standards for public libraries and makes rules and regulations for the certification of public librarians.

Apart from providing library service and administering a grants program, the Library Commission, through the State Library, has an important function in giving advice and assistance to libraries, boards of trustees, governing bodies, and citizen groups in matters relating to the establishment, improvement, and extension of public library services.

Like the State Historical Society, the State Library Commission is a part of the Department of Education as Provided in the Executive Reorganization Act of 1971. The Commission retains policy-making powers, governing authority and appoints the State Librarian.

Public Libraries in Montana may be established by cities or counties under library boards consisting of five appointed members, who serve for staggered terms. These boards are given broad powers: for example, to establish and make rules for the operation of central libraries and branches, to contract with other bodies to give or receive service and to pay or receive payment for contract services, and to receive and expend gifts, grants, and donations for library service.

Public library service is optional, rather than mandatory, under current state law. Libraries may be established by a resolution of the local governing authority, either with or without a public hearing, or by a referendum. A maximum mill levy for the support of these libraries is provided in the law, but no minimum level of support is established.

Under the general power of library boards to contract with each other and with county boards of commissioners, multi-county public library systems called federations have been established in several regions of the state, in order to increase the extent and level of service through sharing of resources, facilities, and personnel. No common pattern of organization, government, or financing of these federations has been followed, each area choosing the pattern most agreeable to its governing authorities and libraries. These range from sharing in the cost of book processing, bookmobile service, reciprocal borrowing, and in in-service training programs, to the creation of what is in all but name a fully consolidated library operation providing a single level of service to all residents of a three-county area.

Federations have, in most cases, been established through a demonstration process. The State Library, with LSCA Title I funds, has paid full costs of

and expand services for a period of one or two years, with the participating counties making a decision to continue or not continue the service with local support at the end of the demonstration period. A list of the federations now in operation is appended. (Appendix 1)

The State Library Commission adopted, late in 1959, Montana Public Library Standards, based on this request from the State Library). The State has been divided into six tentative federation areas, based on Governor Anderson's Executive Order 2-71. Establishing Multi-county Districts Within Montana for Use in Planning and Administration. A map showing these districts is appended. It must be noted that this is a tentative grouping of counties; final determination on federation participation is a decision of each county (Appendix 2).

The 1974 legislative session passed SB 485 which provides for the distribution of state funding through federations of libraries.

Standards for the accreditation of schools by the State Board of Education list specific requirements for the library staff collection, and hours of service. Copies of these requirements have been distributed to schools throughout the state. In 1974 the Superintendent of Public Instruction began recruiting for a School Library-Media Supervisor.

Library service to the handicapped was acknowledged some years ago as a responsibility of the State Library, but until 1968 this was achieved through a contract with the Seattle Public Library for service to blind readers in Montana. In January 1968 the State Library established its Division for the Blind and Physically Handicapped, to provide direct service with recorded and large-type material to eligible persons throughout the State. Braille materials continued to be provided from Seattle until the 1971-72 fiscal year, when the Montana State Library entered into a contract with the Utah State Library for this purpose.

Service to institutionalized persons was taken until 1968, when the Library and Construction Act's Title IV-A, together with new federal legislation by the State legislature, enabled the State Library to enter into this program on a well established basis. Until that time state institutions, for the most part, depended upon donated books and either inmate or volunteer time for general library service. The level was understandably poor. Those institutions which have formal educational programs did provide libraries which generally met minimal standards for school accreditation. In 1958, the State Library opened a new branch to serve patients at the Warm Springs State Hospital. Later in the same year, a branch was opened to serve inmates at the State Prison. Other institutions, located near major cities, are served by strong public libraries in their areas, under contract with the State Library. A branch library was opened at the Boulder River School and Hospital within the 1973 fiscal year.

Service to local or private institutions has remained the responsibility of local public libraries; this service ranges from good to non-existent depending on the general quality of the local public library service.

With its lack of population density (the state as a whole has only 4.6 persons per square mile), the lack of major population centers (only two cities counted more than 50,000 persons in the 1970 census), and its relative lack of significant centers of minority population (the 1970 census showed slightly less than 2,000 Negroes, 1,301 Orientals, about 7,700 Spanish speaking persons, and 27,130 Indians), few specialized services to minority groups have been designed. The thrust of the state's public library development has been to provide a high level of service to all the residents of a given area. Effort will be made to help libraries provide materials of specific interest to minorities.

Montana generally lacks special libraries. With no medical school, the state's only medical library facilities are in hospitals, clinics, laboratories, health related organizations such as the State Department of Health

and Environmental Sciences and the Montana Hospital Association, and in academic libraries whose institutions have nursing, premedical, or other appropriate courses. In cooperation with the Mountain States Regional Medical Program and the Pacific Northwest Regional Health Sciences Library, alternative means of meeting the health professional's library needs are being explored. A Union List of Serials in Health Sciences Libraries in the state has been prepared through the services of the Biomedical Director on loan from Pacific Northwest Health Sciences Library.

Organized industrial libraries are limited to the Law Library serving the Anaconda Company, in Butte, and the Library of the Anaconda Aluminum Company, in Columbia Falls. The Air Force maintains general and special libraries serving the personnel.

Academic libraries serve the six units of the State University System and the three private four-year colleges; these libraries endeavor to meet regional accrediting requirements in terms of undergraduate programs, but vary significantly in their capability to adequately support programs for graduate or specialized study. Montana has three two-year colleges, two of which have organized libraries and full-time librarians, but one depends on the local public library to serve as the college library.

Montana librarians have been generous in sharing resources through inter-library loan. A broad code for in-state borrowing and lending was adopted by the Montana Library Association at its 1971 annual conference; rather than introduce many new concepts, this code has put in writing the long-standing practices of many of the libraries of the state. Montana libraries have participated in the Pacific Northwest Bibliographic Center as a source for locating materials not held in the state, since the establishment of the Center.

2. The status of libraries in Montana today

Statistics for public libraries in Montana are gathered and compiled annually by the State Library. Reports for the twelve months ending in June.

each year are received generally in August and September; hence, figures reported in this document are for the year ending June 30, 1973.

Ninety percent (627,442) of the state's people pay taxes for, and have legal access to some kind of public library service. However, these libraries include only two which have as many as 100,000 volumes in their collections. Outside the areas served by multi-county federations, there are only five libraries which employ graduates of American Library Association accredited library school programs. While it is unrealistic to suppose that many communities in Montana could either provide collections of 100,000 volumes or employ graduate librarians, the sizeable portion of the population outside the federations, served by libraries which have significant material deficiencies and no ready access to larger collections and whose staff do not have the benefit of professional consultant or advisory assistance from federation centers must be considered to have far less than the level of service defined in the Montana Public Library Standards.

Even the strongest public libraries cannot meet all the requests made of them, necessitating continuing need for development of local as well as state resources.

Montana public school libraries fall short of meeting the demands placed on them by students, evidenced by the continuing requests which schools make of public libraries and of the State Library.

The State Library uses the Montana Public Library Standards to determine the level of adequacy of public library service. It is clear that the residents of the state who have no local city or county library and who can use the public libraries only through payment of a non-resident fee, do not have adequate

local public library service. Annual reports furnished to the State Library by public libraries, and frequent visits to these libraries by State Library staff provide evidence that despite slow and steady progress in development, no public library by itself or through participation in a federation is able to satisfy all demands made for library service in its area.

An examination of interlibrary loan requests made on behalf of students in the colleges of the state suggests that college libraries should have stronger library resources.

The State Library lacks a strong collection for reference purposes. With limited back files of periodicals, with a minimal collection of government documents, with limitations in its adult non-fiction collection, it can, through interlibrary channels, locate needed material when that material is identified in standard bibliographic sources, but it cannot conduct the in-depth reference service that is necessary to support adequately the work of state employees engaged in research; it cannot provide the reference service necessary to support the work of the legislature; and it cannot do an adequate job of reference service for its other clientele.

The State Library's service to the handicapped frequently cannot provide, within the time required, necessary recorded materials, since requests come not only for material recorded on Talking Books and similar media, but for periodical, newspaper, and document and other information available only in print.

While the level of library service available to persons in state institutions has risen significantly in the past four years, continuing improvements is needed. Persons in local or private institutions frequently are not served with local public libraries.

Physical facilities for public library service in Montana range from quite adequate in a few of the smaller libraries which have recent buildings to generally inadequate. Some of the larger cities, public library buildings are rapidly becoming crowded beyond the point of efficient staff operation or

public use. The State Library occupies rented quarters in a poor location if adequate consideration is to be given to serving state government offices generally and the state legislature.

3. Criteria for the expenditure of LSCA Title I funds

Expenditures of LSCA Title I funds will be made to localities in the form of demonstration funds to permit the development of improved or expanded services through federations where there is local capability of continuing this level of service at local cost. Activities which cannot be maintained because there is insufficient local tax base will not be started.

Expenditures of LSCA Title I funds will be made in the operation of the State Library to increase its capability to support library development in the the state, to increase its ability to fill the requests for materials and reference assistance from state officers and public libraries. Emphasis will be placed on those programs which encourage or facilitate interagency contact and which will enhance the flow of technical, supportive, and public information between the State and local public libraries and the respective levels of government to which these are responsible.

Expenditures of LSCA Title I funds will be made to increase the level of service to handicapped and institutionalized persons. The total expended for these purposes from federal, state, and local funds will not be less than the amount expended by the state from such sources for state institutional library services and library services to the physically handicapped during fiscal year 1971.

Expenditures of LSCA Title I funds will be made for appropriate administrative, planning, evaluation, and dissemination activities to support activities under Titles I, II, and III of the Library Services and Construction Act, when available.

Within this general framework, the State Library will give priority in funding projects which will result in better public library services to areas

which include the following:

- a) Areas designated as "redevelopment areas" pursuant to section 401 of the Public Works and Economic Development Act of 1965. A list of such areas will be published from time to time and distributed widely through the Montana Newsletter, published by the State Library.
- b) Urban areas eligible for assistance under the Demonstration Cities and Metropolitan Development Act of 1966. These areas will likewise be identified and published from time to time in the Montana Newsletter.
- c) Other areas of the state with high concentration of low-income families as shown by the 1970 U. S. Census.

4. Proposed activities to strengthen public library service for the people of Montana during the period covered by this plan

During the five-year period, efforts will be continued to both add to the number of counties participating in the public library federations, and to strengthen the resources and services of these federations.

State funding for public libraries will be sought from the Montana Legislature.

Alternative and innovative means of delivery of library and information service to people (e.g., the possibility of a books-by-mail program for sparsely populated areas) will be examined and where possible tried.

Increased emphasis will be placed on programs which will broaden the social base of library users, identify those segments of the population which do not take advantage of library services, and provide means for serving those persons. Increased emphasis will be placed on serving minorities.

Increased emphasis will be placed on programs of in-service and continuing education for public library personnel, and for library board members.

The improvement of library service for persons in local public and private institutions will be emphasized.

5. Grants to public library federations

Grants to further the development of public library federations shall be of the following kinds:

- a) Demonstration grants: to designated public library federation centers to pay, for a period of from one to three years, all or part of the costs of extending quality library service to counties not previously participating in federations. Demonstrations shall not be initiated without the written support of the librarians, library board members, and local government officials concerned; nor unless there is an adequate potential tax base for library service in the area. The State Library Commission may require proof of such support and tax base. Demonstration activities shall be so planned that at the end participating units shall determine whether they shall continue participation at their own expense.
- b) Establishment grants: to federation centers on behalf of libraries participating in federations for the first time, if those libraries elect to participate without first having a demonstration for strengthening resources (material and personnel) and services.
- c) Resource grants: to federation headquarters libraries to permit expansion of services beyond the level of present operation, if there is sufficient local tax to continue service at the expanded level.
- d) Such other grants as may be made on a year-to-year basis, in furtherance of library development according to the Standards. These grants may support, but shall not be limited to, the following purposes:
 - 1) Formal or continuing education of library personnel, through full or partial subsidy of education programs, or attendance at conferences, workshops, and institutes.
 - 2) Purchase of equipment of library materials whose addition to a library will have a longterm effect on its capability to provide adequate service.

- 3) Purchase of materials necessary for a basic collection to meet particular needs of persons who require these materials because of illiteracy, language or racial-cultural background (e.g., collections of materials on American Indians for those public libraries which have active programs of service to Indians but little or no materials on Indian culture, or the development of adequate collections in Spanish or for semi-literates in areas where there is a seasonably high concentration of migrant workers).
- 4) Management studies of library operations.

For the purpose of this program (and elsewhere in the Plan) a federation shall be defined as a combination of libraries serving a multi-county, multi-city, or city-county area within a federation area designated by the State Library Commission. Any other public library or town, city, or county within the federation area may participate in such a federation. Two (2) or more cities, towns, counties, or a city and one or more counties may agree by contract to form such a federation by action of their respective governing bodies or duly created boards of library trustees, provided that one of the parties is or maintains a library which has been designated by the State Library Commission as a headquarters library for that federation area. The participating entities may retain such autonomy over their respective libraries as may be specified in the contract. The expense of providing library services for the library federation shall be apportioned between or among the towns, cities and counties involved on such basis as shall be agreed upon in the contract.

The treasurer of one of the participating units, as shall be provided in the contract shall have the custody of the funds of the federation, and the participating governments concerned shall transfer semi-annually to him all monies collected for the "free library fund" in their respective jurisdiction.

A participating entity may withdraw from a federation according to the terms for withdrawal provided in the contract by the action of its governing body or by a majority of its qualified voters voting at a general or special elec-

tion.

A library receiving assistance under this program must be legally established in accordance with R.C.M. 44-221, and other applicable statutes, except that in areas where there has been no tax-supported public library service prior to a demonstration, legal establishment may be deferred until the end of the demonstration period if a citizens' advisory committee is appointed prior to the beginning of the demonstration by the governing authority.

A library receiving assistance under this program must maintain local tax support of at least the mill levy in effect at the time it begins participation.

A federation headquarters library, or other library seeking assistance under this program, must submit a written plan showing how such assistance will help the library achieve Montana Public Library Standards, and that plan must be approved by the State Library Commission before such assistance can be granted.

6. Proposed activities to strengthen the capacity of the State Library to meet the needs of public libraries, the people of the state without access to public libraries, and to meet the demands of state government, during the period covered by this plan.

The identification of the full range of library-related problems and needs in Montana, to provide a better foundation upon which planning can be based; and the formulation of a broader base of alternatives for the full spectrum of library decision makers.

The acquisition of additional library materials (books, periodicals, microform, audio-visual materials) to better meet the demands for such materials by library users.

The establishment of regular, systematic, and orderly means of transmitting newly received publications, particularly federal and state documents, to appropriate groups of users.

Expansion, through contract and/or personnel, of state activities in academic libraries to permit more in-depth reference and bibliographic work.

Coordination of activities between the state and federal depository libraries, and particularly the federal regional depository at the University of Montana, to promote the general knowledge and use of documents and government information in all libraries in Montana.

Employment of specialized staff to provide consultant advice for libraries in-library administration, continuing education of library personnel, and library service to children and young people.

Exploration of the possibility, and the possible establishment of a central pool of state-owned films, at the State Library in Helena, or elsewhere, to improve the coordination of film service now provided by a number of separate departments of government, including the State Library.

7. Proposed activities to improve the level of service to handicapped and institutionalized persons during the period covered by this plan.

Further coordination with governmental and private agencies which work with handicapped and institutionalized personnel, in order to increase service without duplication.

Provision for facilities to record materials for the handicapped.

Increasing the level of service to handicapped persons now using the State Library and at the same time identification and service to additional eligible persons.

Increase in the range of library services offered to state institutional personnel through provision of more materials, and more staff time.

More consultant service to public libraries serving institutions.

Assistance to public libraries in serving persons in local or private institutions.

8. Proposed activities under Title II during the period covered by this plan.

Because the availability of local matching funds for building programs varies considerably from community to community and from year to year, no schedule for building projects is proposed. Instead the following set of priorities is provided for expenditure of Title II funds, as they are available.

The State Library will give first priority in the use of Title II funds to requests from libraries which serve, or have been designated to serve as centers for federations, for the construction of adequate quarters, or for expansion or remodeling of facilities to enable those libraries to better serve the entire populations of their areas.

The State Library will give second priority in the use of Title II funds to requests from other libraries which participate in federations.

The State Library will give third priority in the use of Title II funds to requests from libraries which serve the residents of an entire county, but do not participate in federations.

The State Library will give fourth priority in the use of Title II funds to requests from libraries which serve areas of less than a county and do not participate in federations.

9. Criteria for the expenditure of Title III funds during the period covered by this plan.

The State Library will expend funds under Title III for projects and activities which are of benefit to two or more types of libraries in the state, with priority going to those projects which will serve the greatest numbers of people and which will stimulate continuing cooperative use of library resources.

Such programs may include, but are not limited to, activities which improve communication between libraries, further interlibrary sharing of resources, help to eliminate barriers between libraries and persons needing library service, training of librarians from various types of libraries, the development of bibliographic tools to increase access to library materials, and demonstrations

of cooperative inter-library activities. This is applicable as these funds are available.

10. Procedures for grant applications

As soon as final figures on appropriations under the Library Services and Construction Act are known each year, this information will be published and disseminated in the Montana Newsletter.

The State Library Commission will hold regular meetings on the Fridays before the second Mondays of April, July, September, and December each year, to consider applications for grants. Written applications for funds under Titles I, II, and III must be received by the State Librarian not later than two weeks before the date of the meeting so that they may be duplicated and distributed in advance to Commission members. In support of their written applications, applicants are encouraged to make oral presentations to provide further information and to answer questions which the Commission may have. This is applicable as these funds are available.

At these meetings the Commission reserves the right to place reasonable limits on discussion if necessary to complete action on all items presented for consideration.

Decisions by the Commission on applications under Titles I and III are final. Applicants for funds under Title II may request and shall receive public hearing if their applications are refused. (Applicable as funds are available).

Final action on grant applications shall be made public, to applicants and to the press, and through publication in the Montana Newsletter.

11. Areas needing study and evaluation

Within the framework of the foregoing, the State Library Commission recognizes the need for study of several factors regarding the future of library service in Montana; among these are:

a) Ways to strengthen and expand the Montana Information Network and Ex-

change (MINE) need to be studied, and the entire project needs to be evaluated as we consider participation in intra-state, regional, or national networks.

b) Identification of significant gaps in statewide resources; the identification of significant strengths in statewide resources.

Funds under Title I may be expended for study on these topics or others, as appropriate.

12. Coordination with other programs

Activities of the State Library are coordinated with education programs in the Office of the State Superintendent of Public Instruction through regular and continuing contact between the staffs of the two offices. The State Superintendent is a statutory member of the State Library Commission, and as such participates in policy action of the Commission.

Under the Executive Reorganization Act of 1971, the Library Commission is transferred for administrative purposes to the Board of Education, which also functions as the Boards of Regents of the Montana University System.

Coordination with higher education library programs is achieved through a close working contact between State Library staff members and library staff and library science instructors in units of the State University System and private colleges. The Librarian of the University of Montana is a statutory member of the State Library Commission, providing further opportunity for coordination. By Commission action, a librarian from one of the private colleges serves on the State Library Advisory Council.

13. Evaluation of programs and projects

Public libraries are required under state law to make annual reports to the State Library Commission. These reports measure the use and growth of library resources and services, and financial support, and will be considered as one means of determining the effectiveness of programs in these libraries funded under Title I of the Library Services and Construction Act.

The relative success of materials acquisition and selection programs

can be measured in part by the ability of a given library to fill requests from its own collection as opposed to having to obtain these materials on interlibrary loan.

Libraries applying for grants from the State Library may be required to submit reports which indicate the extent to which activities funded by those grants help the library to achieve its goals and those of the Montana Public Library Standards.

The State Library Advisory Council will receive reports on activities funded under the Library Services and Construction Act, and may assist the State Library in evaluation of those activities.

14. Dissemination of the results of programs or projects

In order to communicate to the people of Montana the results of library projects and developments under the Library Services and Construction Act, the State Library will use one or more of the following means, or others, as appropriate:

- a) Publication of brief news items in the Montana Newsletter
- b) Preparation of more detailed reports for separate distribution
- c) Preparation of reports as required for the Governor, the Board of Education, or the Legislature, or other bodies in state government
- d) Distribution of news releases to the press and broadcasting media.
- e) Use, where possible, of feature stories in the press and special broadcasts on radio and television
- f) Formal presentations by staff or others to statewide or local organizations of persons who need information on library development

For distribution of its publications, the State Library maintains mailing lists which can be used to address materials to such organizations as:

- a) All libraries, of all types, in the state
- b) Trustees of public libraries

- c) Personal members of the Montana Library Association
- d) County Commissioners
- e) Members of the legislature
- f) State executive department heads
- g) Newspapers, radio, and television stations
- h) County extension agents and home demonstration agents
- i) All public schools in the state

In addition, the Library is able to obtain mailing lists from other departments or organizations as appropriate.

The long range plan, and annual programs under the Library Services and Construction Act, will be distributed to all public libraries in the state, and the availability of additional copies for interested individuals or organizations will be given publicity in the Montana Newsletter.

APPENDIX 1

COUNTIES PARTICIPATING IN FEDERATIONS

GOLDEN PLAINS

Daniels County
Phillips County
Sheridan County
Valley County

NORTHWEST

Flathead County
Lincoln County
Sanders County

PATHFINDER

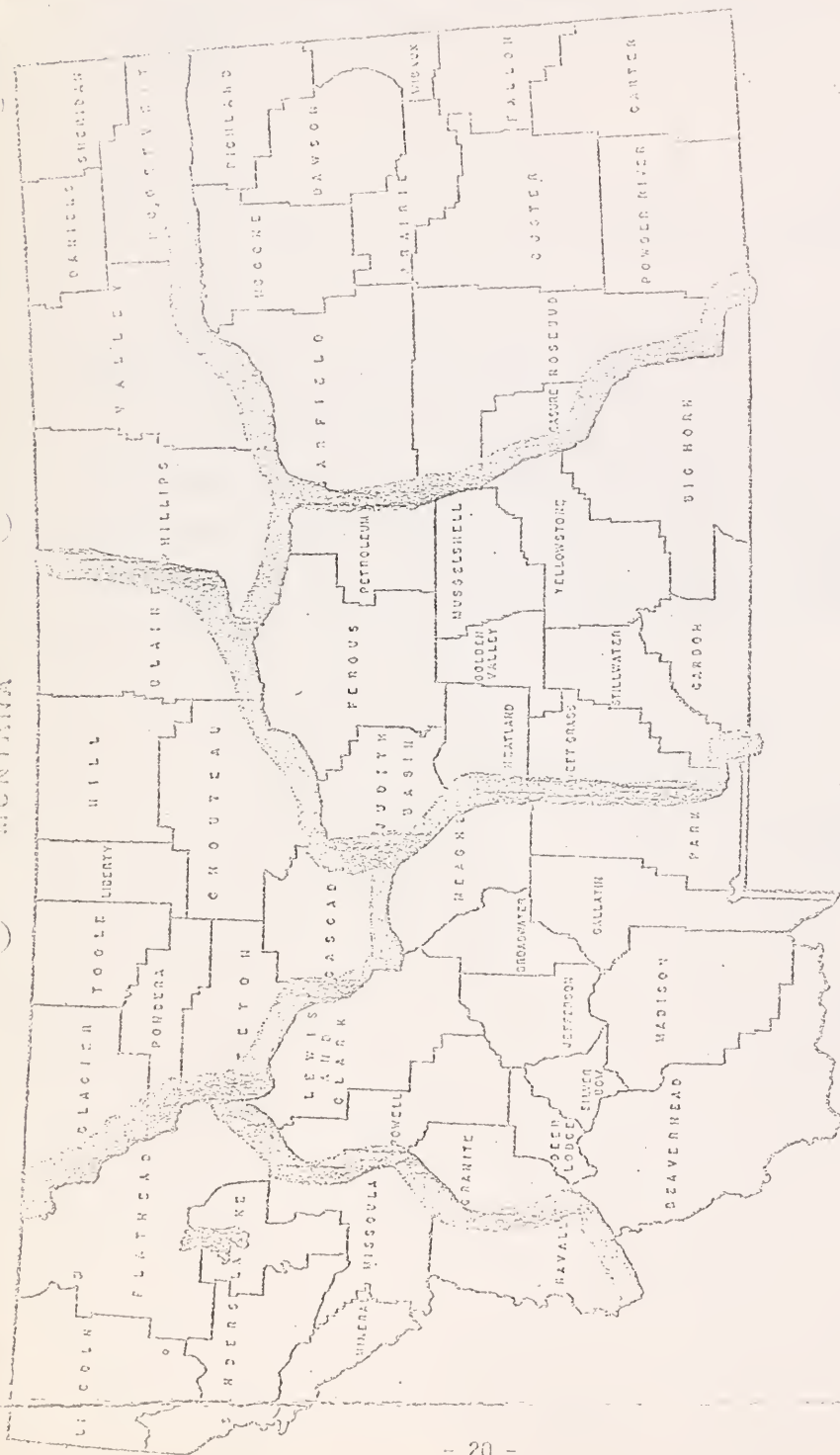
Blaine County
Cascade County
Liberty County
Pondera County
Teton County

SAGEBRUSH

Carter County
Custer County
Dawson County
Fallon County
Garfield County
Powder River County
Rosebud County
Treasure County

SOUTH CENTRAL

Big Horn County
Carbon County
Yellowstone County



PROPOSED PUBLIC LIBRARY FEDERATIONS

